



DEPARTMENT OF THE NAVY

OFFICE OF THE SECRETARY
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WASHINGTON, DC 20350-1000

Canc frp: Apr 06
SECNAVNOTE 11000
DASN (IS&A)
March 9, 2004

SECNAV NOTICE 11000

From: Secretary of the Navy
To: All Ships and Stations

Subj: BASE CLOSURE AND REALIGNMENT

- Ref:
- (a) Defense Base Closure and Realignment Act of 1990 (Sections 2901-2914 of P.L. 101-510, as amended by Fiscal Year (FY) 2002 National Defense Authorization Act)
 - (b) SECDEF memo of 15 Nov 02; Subj: Transformation Through Base Realignment and Closure (NOTAL)
 - (c) USD(AT&L) memo of 16 Apr 03; Subj: Transformation Through Base Realignment and Closure (BRAC 2005) Policy Memorandum One - Policy, Responsibilities, and Procedures (NOTAL)
 - (d) SECNAV memo of 25 Nov 02; Subj: Base Realignment and Closure (BRAC) 2005 (NOTAL)
 - (e) SECNAV memo of 29 May 03; Subj: Base Realignment and Closure (BRAC) 2005 - Policy Advisory One (NOTAL)
 - (f) SECNAV memo of 27 Jun 03; Subj: Internal Control Plan (ICP) for Management of the Department of the Navy 2005 Base Realignment and Closure (BRAC) Process Policy Advisory Two (NOTAL)
 - (g) SECDEF WASHINGTON DC 202320Z NOV 03; Public Affairs Guidance (PAG) (NOTAL)
 - (h) SECNAV memo of 5 Sep 03; Subj: Department of the Navy Support to Joint Cross Service Groups in the Base Realignment and Closure (BRAC) Process (NOTAL)

- Encl:
- (1) BRAC 2005 Organization Diagram
 - (2) Timeline for DON BRAC-05

1. Purpose. To issue procedures and guidance for the Department of Navy (DON) to support the Department of Defense (DoD) implementation of reference (a) (the Act), as further implemented by references (b) through (h).

March 09, 2004

2. Cancellation. SECNAVNOTE 11000 of 08 December 1993
(Canc frp: Sep 95)

3. Background. The Act establishes an equitable, analytical process that will result in the timely closure or realignment of military installations and activities. Under this procedure, on 12 April 1991, 12 March 1993 and 28 February 1995, the Secretary of Defense (SECDEF) transmitted to the Congressional oversight committees and the Defense Base Closure and Realignment Commission (the Commission) a list of military installations recommended for closure or realignment. Per the Act, a similar procedure will be employed during the 2005 round for closure or realignment of additional military installations with a new transformational emphasis which employs a 20-year force structure plan and gives primary consideration to joint cross service functions. Joint Cross Service Groups (JCSGs) will analyze common business-oriented support functions, and each Military Department (MILDEP) will analyze service unique functions. One goal for BRAC 2005 is to eliminate excess capacity. The larger goal is one of transformation, which envisions reconfiguration of current infrastructure so that operational capacity maximizes war-fighting capability and efficiency. This notice reflects the Act and the implementing policies listed in references (b) through (h). It builds on the experience gained within DON during the 1993 and 1995 BRAC processes, particularly in view of the validation of those processes by both the General Accounting Office (GAO) and the Commission.

4. Discussion. SECDEF established, reference (b), an Infrastructure Executive Council (IEC) as the policy making and oversight body for the entire BRAC process, and a subordinate group, the Infrastructure Steering Group (ISG), to oversee the JCSG analyses and to integrate that process with the MILDEP analyses of all other functions, enclosure (1). The Secretary of the Navy (SECNAV), the Chief of Naval Operations (CNO) and the Commandant of the Marine Corps (CMC) are members of the IEC. The Assistant Secretary of the Navy (Installations and Environment) (ASN(I&E)), the Vice Chief of Naval Operations (VCNO), and the Assistant Commandant of the Marine Corps (ACMC) are members of the ISG. The Secretary of the Navy will rely on the leadership of ASN(I&E), the Deputy Assistant Secretary of the Navy for Infrastructure Strategy and Analysis (DASN(IS&A)) and members of the Infrastructure Evaluation

March 09, 2004

Group (IEG), supported by the Infrastructure Analysis Team (IAT), for the Service specific analyses and deliberations required to satisfy the mandates of the Act. The IEG will be responsible for developing DON recommendations for installations and ensuring that factors of concern to the operational commanders are considered. In consultation with the CNO and CMC, the IEG will prepare recommendations for SECNAV approval. Once SECNAV is satisfied that the Service specific recommendations for closure and realignment comport with the Act, regulation and policy, SECNAV will present recommendations to SECDEF's IEC.

a. Organization. Under the authority of SECNAV, the BRAC effort will be comprised of several base closure-unique entities and other standing DON organizations. To ensure a credible and comprehensive review of DON functions, installations, and facilities, one that is conducted scrupulously in accordance with the Act, DoD and DON policy, SECNAV established the IEG, IAT, and Functional Advisory Board (FAB), references (d) and (e):

(1) The IEG consists of eight members:

(a) ASN(I&E) as Chair;

(b) DASN(IS&A) as Vice Chair;

(c) Two Navy flag officers and two Marine Corps general officers recommended by CNO and CMC, that have experience in logistics, planning, requirements, and/or operations respectively; and,

(d) Two individuals of flag/general officer or Senior Executive Service rank, one recommended by the Assistant Secretary of the Navy (Research, Development and Acquisition) (ASN(RD&A)) and one recommended by the Assistant Secretary of the Navy (Manpower and Reserve Affairs) (ASN(M&RA));

(e) In addition to these members of the IEG, a Navy and a Marine Corps Judge Advocate serve as the permanent Recorders for the sessions of the IEG and participate fully in IAT activities.

(2) The IAT consists of:

(a) DASN(IS&A) as Director of the IAT and Vice

March 09, 2004

Chair of the IEG; and,

(b) Individuals representing a broad range of DON experience and warfare disciplines who are assigned full-time to support the BRAC 2005 efforts. Under the direction, guidance, and oversight of the DASN(IS&A) and the IEG, these individuals will include Navy and Marine Corps officers, analysts and supporting staff from throughout DON and from the Center for Naval Analyses (CNA). They shall be assigned to the IAT and will include senior officers with operational experience. The IAT shall also have access to public affairs and legislative affairs capabilities. One Navy and one Marine Corps Judge Advocate will be assigned to the IAT to serve as the permanent Recorders for the sessions of the IEG. The IAT members will be drawn from throughout DON, and will be assigned to the IAT for the duration of BRAC 2005.

VCNO and ACMC propose individuals for the IAT to DASN(IS&A), who recommends team composition to ASN(I&E) for approval.

(3) The FAB, reference (e), consists of:

(a) The Navy and Marine Corps principals of the seven Office of the Secretary of Defense (OSD) chartered JCSGs.

(b) Principal nominations will be presented by Vice Chief Naval of Operations (VCNO) and Assistant Commandant of the Marine Corps (ACMC) to the Under Secretary of Defense (Acquisition, Technology and Logistics) (USD(AT&L)).

(4) The Office of General Counsel and the Naval Audit Service will also provide support to the BRAC process as delineated below.

The IEG and the IAT will perform their functions per the proposed notional timeline in enclosure (2).

b. Responsibilities. Under the guidance and direction of SECNAV, the following DON entities will execute the responsibilities delineated below:

(1) IEG. The IEG is responsible for:

March 09, 2004

(a) Conducting analyses and developing recommendations in deliberative session regarding Service unique closure and realignment of DON military installations or activities for approval by the SECNAV;

(b) Ensuring that an equitable and complete evaluation of all Navy and Marine Corps installations is conducted in accordance with the Act;

(c) Ensuring that the process utilized, the conduct of the deliberations, and the preparation of the report containing recommendations are timely, thorough and in compliance with the Act, SECDEF and SECNAV policy, and this notice; and that the procedures used can be appropriately reviewed and analyzed by the Comptroller General as provided by the Act;

(d) Ensuring that factors of concern to the Navy and Marine Corps Operational Commanders are considered in any recommendations that affect DON installations;

(e) Providing BRAC recommendations to the Secretary of the Navy for review;

(f) Supporting the presentation of BRAC recommendations by the Secretary;

(g) Providing direction, guidance, and oversight to the IAT; and,

(h) Protecting process integrity by ensuring that all certified data, considerations, and evaluations are treated as sensitive and internal to the process.

The Chair of the IEG may call into being special panels of the IEG to consider unique issues.

(2) IAT. The IAT is responsible for:

(a) Responding to the guidance and direction of the IEG in collecting data and performing analysis as necessary;

(b) Developing analytical methodologies and techniques for consideration by the IEG;

March 09, 2004

(c) Working with external organizations, to include the Office of the Secretary of Defense base closure staff, the Commission staff, the General Accounting Office, and Congressional staff, on day-to-day issues;

(d) Providing working-level analytic support to the JCSGs and coordinating data development with the FAB and the JCSGs, per reference (h);

(e) Controlling the development of the Department of the Navy BRAC Information Transfer System (DONBITS), previously known as the Base Structure Data Base (BSDB), and associated documentation; and,

(f) Protecting the integrity of the process by ensuring that all data, considerations, and evaluations are treated as sensitive and internal to the process.

Throughout the process, the IAT will provide staff support as requested by the Secretary and other senior DON officials in the DON BRAC 2005 process.

(3) FAB. In support of the JCSG and DON BRAC 2005 processes, SECNAV established the FAB, reference (e). The Navy and Marine Corps principal members of the seven JCSGs are assigned additional duty as members of the FAB. The DASN(IS&A) will facilitate FAB issues and support with the IEG, ISG and IAT.

The FAB is responsible for:

(a) Ensuring DON leadership is thoroughly briefed and prepared on JCSG matters that will ultimately be addressed to SECDEF's ISG and IEC;

(b) Reporting directly to the IEG and coordinating with the IAT;

(c) Coordinating with the IEG in order that the DON position on common business oriented support functions is clearly articulated and understood;

(d) Coordinating JCSG BRAC data calls with the IAT to avoid duplication of effort throughout the process; and,

March 09, 2004

(e) Providing a mechanism to ensure the Navy and Marine Corps vision of the future, based on the 20-year force structure plan, is clearly articulated, understood and supported throughout the BRAC 2005 JCSG process.

(4) Office of General Counsel, Department of the Navy (OGC DON). The General Counsel or his designee is responsible for ensuring that senior-level legal advice and counsel is present and available to the IEG and the IAT on all aspects of the BRAC process. The General Counsel or his designee shall be present for IEG deliberations. The OGC DON shall provide all legal analysis of the process for the IEG and IAT.

(5) Naval Audit Service. The Naval Audit Service (NAVAUDSVC) will have two independent responsibilities during DON BRAC 2005. First, a senior NAVAUDSVC representative will play an integral part in the DON BRAC 2005 process by providing technical advice to the IEG, IAT and FAB, and by independently informing the IEG and senior DON officials, as appropriate, of significant issues regarding implementation of the Internal Control Plan (ICP), reference (f). This representative will be in full time residence with the IAT and will also liaison with the General Accounting Office (GAO), the Inspector General of the Department of Defense (IG DoD), and other audit services. Second, NAVAUDSVC separately will perform an independent audit of the DON BRAC 2005 process, will review the supporting processes and data in DONBITS, and will issue periodic audit reports containing the results of these reviews. The NAVAUDSVC will also conduct periodic audits to verify whether DON is in substantial compliance with the certification policy set out in the references. The NAVAUDSVC will ensure audit standards are met and will advise the IEG and other senior DON officials of any significant issues identified during the independent audit. The NAVAUDSVC representative assigned to the IEG, IAT, and FAB will not be involved in the independent audits conducted by NAVAUDSVC.

(6) Major Claimants/DON Property Owners/Operators:

(a) Deputy Chief of Naval Operations (DCNO) (Fleet Readiness and Logistics (CNO (N4))) shall:

March 09, 2004

1. Identify and provide to DASN(IS&A) those policy issues and basic principles that either directly, or in a substantial manner indirectly, dictate Navy basing and infrastructure requirements;

2. As directed by DASN(IS&A) coordinate data call dissemination to the Navy chain of command and certify responses per the ICP, reference (f); and,

3. Coordinate data call dissemination as applicable or necessary with Assistant Secretary of the Navy (Manpower and Reserve Affairs), Assistant Secretary of the Navy (Research, Development and Acquisition), General Counsel of the Navy, Judge Advocate General of the Navy, and Chief of Information to activities within their respective chains of command.

(b) Assistant Deputy Commandant (Installations and Logistics (I&L) Headquarters, U.S. Marine Corps) shall:

1. Identify and provide to DASN(IS&A) those policy issues and basic principles that either directly, or in a substantial manner indirectly, dictate Marine Corps basing and infrastructure requirements;

2. As directed by DASN(IS&A) coordinate data call dissemination to the Marine Corps chain of command and certify responses per the ICP, reference (f);

3. Per reference (g), develop a public affairs plan to address questions from media regarding the BRAC 2005 process;

4. Develop a plan of action as to the appropriate handling of community/citizen requests for information regarding BRAC 2005. All such requests shall be handled under the Freedom of Information Act (FOIA) and in consultation with DASN (IS&A), per reference (d); and,

5. Prepare policy guidance in consultation with the applicable Ethics Counselor, regarding attendance of installation and/or activity commanders at State and local meetings and organizations in light of the ongoing BRAC 2005 process. Although it is generally permissible to attend meetings as a representative or liaison of DON, DON representatives may not be involved in matters of management or control of any such organization or participate in voting.

March 09, 2004

Of particular note, Navy and Marine Corps personnel *may not participate* in their official capacities in activities of any organization that has as its purpose, either directly or indirectly, insulating Navy and Marine Corps installations from closure or realignment, per reference (d).

6. As directed by DASN(IS&A) coordinate data call dissemination as applicable or necessary with Assistant Secretary of the Navy (Manpower and Reserve Affairs), Assistant Secretary of the Navy (Research, Development and Acquisition), General Counsel of the Navy, Judge Advocate General of the Navy, and Chief of Naval Information (CHINFO) to activities within their respective chains of command.

(c) Office of Naval Research (ONR) shall:

1. Coordinate with CNO (N4) in identifying those command policy issues and basic principles that either directly, or in a substantial manner indirectly, dictate naval basing and infrastructure requirements; and,

2. As directed by DASN(IS&A) coordinate with CNO (N4) the data call dissemination to the applicable ONR activities and certify responses per the ICP, reference (f).

(d) CHINFO shall: Develop and issue a public affairs plan to assist the fleet commanders, regional commanders and individual activities in responding to public affairs inquiries.

(e) Echelon 2 Commands (including Systems Commands) shall:

1. Coordinate with CNO (N4) in identifying those command policy issues and basic principles that either directly, or in a substantial manner indirectly, dictate Navy basing and infrastructure requirements; and,

2. As directed by CNO (N4) coordinate data call dissemination to the subordinate activities and certify responses per the ICP, reference (f).

(f) Commander, Navy Installations (CNI) shall:

March 09, 2004

1. Coordinate with CNO (N4) in identifying those policy issues and basic principles that either directly, or in a substantial manner indirectly, dictate Navy basing and infrastructure requirements; and,

2. As directed by DASN(IS&A) coordinate data call dissemination to the Navy chain of command and certify responses per the ICP, reference (f).

(g) Commander, Fleet Forces Command shall:

1. Coordinate with CNO (N4) in identifying those operational policy issues and basic principles that either directly, or in a substantial manner indirectly, dictate Navy basing and infrastructure requirements; and,

2. As directed by CNO (N4) coordinate data call dissemination for the Atlantic and Pacific fleet and certify responses per the ICP, reference (f).

(h) Commander, Marine Forces Atlantic; Commander, Marine Forces Pacific; Commander, Marine Forces Reserve; and Commander, Marine Corps Logistics Command shall:

1. Coordinate with Deputy Commandant (Installations & Logistics) in identifying those operational policy issues and basic principles that either directly, or in a substantial manner indirectly, dictate Marine Corps basing and infrastructure requirements.

2. As directed by Deputy Commandant (Installations & Logistics) coordinate data call dissemination to the applicable Marine Corps chain of command and certify responses per the ICP, reference (f).

(i) Regional Commanders shall:

1. As directed by CNI coordinate data call dissemination to Navy chain of command, assist in compilation and certify responses per the ICP, reference (f);

2. Implement the CHINFO public affairs plan to address questions from regional media regarding the BRAC 2005 process;

March 09, 2004

3. Prepare regional policy in consultation with Regional Ethics Counselor, regarding attendance at State and local meetings and organizations. Although it is generally permissible to attend meetings as a representative or liaison of DON, DON representatives may not be involved in matters of management or control of any such organization or participate in voting. Of particular note, Navy and Marine Corps personnel *may not participate* in their official capacities in activities of any organization that has as its purpose, either directly or indirectly, insulating Navy and Marine Corps installations from closure or realignment, per reference (d); and,

4. Develop a plan of action with installations in the area of responsibility (AOR) as to the appropriate handling of community/citizen requests for information regarding BRAC 2005. All such requests shall be handled under the Freedom of Information Act (FOIA) and in consultation with DASN(IS&A), per reference (d).

(j) Installation and Activity Commanders shall:

1. Compile and certify responses to data calls per direction from the chain of command and references (c) and (f); and,

2. For Navy installations and activities, refer any media, citizen, or community requests for information regarding BRAC 2005 to the Regional Commander; for similar requests to Marine Corps installations and activities handle such in accordance with Deputy Commandant (Installations & Logistics) guidance.

(k) Commander, Naval Reserve Force shall:

1. Coordinate with CNO (N4) in identifying those Reserve policy issues and basic principals that either directly, or in a substantial manner indirectly, dictate Naval Reserve basing and infrastructure requirements; and

2. As directed by CNO (N4), coordinate data call dissemination to applicable Naval Reserve chain of command and certify responses per the ICP, reference (f).

March 09, 2004

(1) All members throughout the Navy and Marine Corps chain of command involved in the data collection process will adhere strictly to the ICP, references (c) and (f). Supporting documentation for data call responses must be maintained. Any changes made to data after the originating activities' input, must also be certified per the ICP and information copies passed back down to the originating activity regarding those changes.

c. Conduct of the Process. Adherence to rigorous data collection and analysis standards required in references (c) and (f) is essential for full compliance with the Act.

(1) Data Collection. Information used for BRAC 2005 analyses and/or decision-making will be obtained from the DON activities. A web-based data collection tool will be used for collection of unclassified data and information. Classified data will be collected separately. DON activities will adhere to the ICP, reference (f), in collecting requested information and ensuring such information is accurate and complete. The DON activities should ensure that data and documentation upon which data call responses are based is segregated, cataloged and maintained in an easily accessible manner and held until directed otherwise by higher authority. Only information certified in accordance with the ICP will be used to develop DON BRAC 2005 recommendations.

(2) DON Database. DONBITS, previously called the Base Structure Data Base (BSDB), will contain the sole and authoritative DON database upon which BRAC recommendations will be made. The Document Repository portion of DONBITS houses the database, containing the certified information, and the library, containing records of BRAC policy documents and correspondence. The library supports the documentation requirements of the Act. The DONBITS database will contain all certified data and information, from whatever source, pertaining to all DON military installations subject to the Act, to include data elements required by the Cost of Base Realignment Actions (COBRA) model. Specific procedures will be issued for the development, use, and maintenance of DONBITS. Information included in the database must have been certified per the ICP, reference (f), and will be subject to NAVAUDSVC source validity checks and data accuracy assessments. Any information/data that is derived from an authoritative source external to DoD, e.g., a Federal, State, or local

March 09, 2004

government agency, the document, which includes the certification in accordance with the ICP, shall identify the source and provide adequate justification for relying on the source, to include determination of the source's accuracy by the audit community.

(2) Documentation. The Act requires DoD Components participating in the BRAC 2005 analysis process to develop and keep:

(a) Descriptions of how BRAC policies, analyses and recommendations were made, including minutes of all deliberative meetings;

(b) All policy, data information, and analyses considered in making BRAC recommendations;

(c) Descriptions of how recommendations met the final selection criteria and were based on the final Force Structure Plan and infrastructure inventory; and,

(d) Documentation for each recommendation to the Secretary to close or realign a military installation under the law.

All documents or electronic data files forwarded from other sources, generated for the BRAC 2005 process and used for analyses, and all other documents that relate to the BRAC 2005 process will be maintained in a repository with controlled access. Minutes will be prepared and maintained of all IEG deliberative meetings which are part of the decision making process in arriving at recommendations for BRAC to be forwarded to SECNAV for his consideration. A record will be maintained of IEG attendees, providing a synopsis of items discussed, and including all decisions and recommendations. Records of non-deliberative meetings are not required.

(3) Evaluation by the IEG. The IEG will use the DONBITS database as the baseline for its evaluation of DON military installations, resulting in recommendations for closure and realignment. Based on the 20-year force structure plan provided by SECDEF as required by Section 2912 of the Act, the IEG will apply the final selection criteria for selecting bases for closure or realignment provided by SECDEF per Section 2913 of reference (a). The IEG will consider all DON military installations subject to

March 09, 2004

the Act on an equal basis and ensure that factors of concern to the operational commanders are considered.

Specifically, the IEG will:

- (a) Endorse the DONBITS database;
- (b) Identify excess capacity that could be eliminated and produce savings; determine which activities, if any, are to be eliminated from further study for closure or realignment at any step of the process as a result of capacity, cost, or impact on critical mission, reconstitution, fleet operations, support or readiness; and consider concepts of joint basing and transformation that envisions reconfiguration of current infrastructure so that operational capacity maximizes war-fighting capability and efficiency;
- (c) Within each analytic category/subcategory, evaluate all installations and activities subject to the Act under the military value criteria;
- (d) Develop feasible options for closures and realignments, a cost analysis for each option, and an impact analysis for each option;
- (e) As it performs the tasks noted in (a) through (d) above, solicit comments from the major owners/operators of Navy and Marine Corps installations on impacts on Fleet and Marine Corps operations, support and readiness;
- (f) As it performs the tasks noted in (a) through (e) above, on a recurring basis, discuss progress with SECNAV, the Under Secretary, the Assistant Secretaries of the Navy, the General Counsel, the CNO and the CMC, with a particular view to ensuring conformance with Service and Departmental policy;
- (g) Develop recommendations for closure and realignment of specific installations and activities; and,
- (h) Provide the support necessary so that SECNAV, in conjunction with the Chair and Vice Chair of the IEG, can present recommendations for review and approval. In the process of presenting these recommendations, the views of the major claimants/owners/Fleet operators will be

March 09, 2004

articulated. The report of recommendations shall include a detailed summary of the selection process that resulted in the recommendation for each affected installation and a justification for each recommendation.

5. Relationship to other Departments and Defense Agencies. The procedures set forth in the references and this notice constitute the only valid and authorized process to develop specific recommendations for closure and realignment of DON installations subject to the Act. Planning efforts outside the established base closure process must adhere to the Act and must be submitted for consideration to the IEG. The IEG will then determine whether such efforts are relevant for use in the development of analytical methodologies, data collection, or DONBITS. Absent the explicit approval of the IEG, these efforts may not be incorporated into DONBITS, as they represent uncertified data.

6. Other Force Level Planning. All actions which meet the Act's definition of a closure or realignment must be approved under the Act. This does not obviate or alter the need to also comply with existing DON requirements or procedures relating to the establishment or disestablishment of shore activities. Any proposed changes to which the Act would not be applicable, including certain force level or force level related planning decisions (e.g., decommissioning/draw-downs for Navy and Marine Corps operating forces) shall be coordinated appropriately and supported with sufficient documentation.

7. Report. The reporting requirement contained in this notice is exempt from reports control by SECNAVINST 5214.2B.

8. Cancellation Contingency. This notice is cancelled upon completion of DON BRAC 2005, which, for record purposes, will be 15 April 2006.

Gordon R. England
Secretary of the Navy

Distribution:
SNDL Parts 1 and 2

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